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ABSTRACT

An exploratory examination of the professional, technical, and clerical manpower needs of Alaskan regional and village corporations established under the Native Land Claims Settlement Act, this report recognized that critical staffing needs can only be met by carefully designed educational and training programs. The staffing demand analyses were, however, tentative because corporate requirements will depend on final enrollment figures, rate of state financial contributions, and other revenue flow development. The report estimated that by Fiscal Year 1978, Native corporations will require at least 400 to 600 professional, technical, and clerical personnel. Highest demands were projected for social and economic program administrators, business managers, attorneys, land management specialists, comptroller/accountants, land resource technicians, secretaries, and bookkeeper/accounting clerks. (KM)

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Land Claims and Native Manpower

STAFFING REGIONAL AND VILLAGE CORPORATIONS UNDER ALASKA NATIVE CLAIMS SETTLEMENT ACT OF 1971

by

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PREFACE

This report is an exploratory examination of the professional, technical, and clerical manpower needs of regional and village corporations established under the Native Land Claims Settlement Act. ISEGR undertook this study at the request of The Alaska Native Foundation, which together with others recognized that critical staffing needs can only be met by carefully designed educational and training programs.

This study is preliminary in nature, coming at the point when Native regional corporations are still evolving and village organizations are being established. Thus, the staffing demand analyses contained in the paper are of necessity quite tentative because corporate manpower requirements will depend on such factors as final enrollment figures, rate of the state's financial contributions, and development of other revenue flows. One cannot, however, wait until all organizational, technical, and fiscal information is available to start planning the development of Native manpower to meet Native corporate needs; the lead time for career development is too great.

Thus, this report does not attempt to conclusively define final manpower needs, nor does it attempt to give solutions as

to how these needs can best be filled. Rather, it should be viewed as a point of departure, the beginning of a continuing process of analyzing Native manpower needs and identifying and designing appropriate educational programs.

Dr. Judith S. Kleinfeld had overall responsibility for the study. Projections of cash flow and future economic activities were initially made by Peter R. Jones and updated by Ronald L. Evans as additional information became available. Bert I. Reamey, Jr. conducted interviews with officers in existing Native corporations to help provide an understanding of evolving organizational structures.

Information on availability of college-trained Natives has been provided from a study being conducted by Karen L. Kohout together with Nita Sheldon and Dee Komakhuk under the Higher Education Facilities Comprehensive Planning Program.

Liaison with regional corporations was greatly facilitated by collaboration in the study by the Alaska Native Foundation. Lee Gorsuch, a consultant to ANF, was particularly helpful in guiding the project and providing basic understanding and information necessary to carry out a study of this sort.

Partial financial support for this project was provided by the Alaska office of the Bureau of Indian Affairs through the Alaska Native Foundation. Completion and publication of the report was assisted by the *Man in the Arctic Program* grant from the National Science Foundation.

SUMMARY

This report examines manpower needs of regional and village corporations established under the Native Land Claims Settlement Act.

Corporation manpower demands are intensifying the already critical shortage of skilled Native manpower in Alaska. The very conservative manpower estimates (possible from available information) suggest that by Fiscal Year 1978, corporations will require at least 400 to 600 professional technical, and clerical personnel. Demand will be highest for:

- Social and Economic program administrators
- Business managers
- Attorneys
- Land management specialists
- Comptrollers/Accountants
- Land resource technicians

- Secretaries
- Bookkeeper/Accounting clerks.

Natives who have received the training necessary to meet corporation manpower demand are in short supply, especially at the professional levels. For example, over the last 4 years, an average of only 21 Natives per year have received bachelor's degrees in Alaska.

In devising ways to meet corporation manpower needs it is essential to avoid the poorly planned, inferior crash training programs which have frequently been used in the past. In addition to carefully developed special training programs, attention should be given to long-term manpower development strategies such as programs for the gifted. Responsibility for Native manpower development planning needs to be placed with a statewide Native organization which could provide a forum for analyzing policy alternatives and communicating policy directions to Alaskan educational agencies.

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INTRODUCTION

The Alaska Native Claims Settlement Act of 1971 has intensified the already critical shortage of Native manpower in Alaska. The most direct manpower impact resulting from the act is the manpower requirements of the Native corporations created to manage the settlement lands and revenues. The 12 or 13 regional corporations and some 180 village corporations will be responsible for managing approximately $1 billion and 40 million acres of land. However, of equal importance are the indirect manpower impacts. For example, the settlement act has:

1. Increased expectations for social and economic improvement which may result in the creation of nonprofit corporations, each having its own personnel requirements.

2. Increased expectations for community services provided by local government and made apparent the advantages of local government power. The growth of rural governments will generate additional manpower demands.

3. Charged state and federal agencies with administrative responsibilities to assist in the

implementation of the claims act. As a result of their added responsibilities, agencies such as the Bureau of Land Management will require additional staff and seek Native personnel to meet their responsibilities.

4. Caused a multiplier effect from the expenditure of funds received from the act. As these funds enter the Alaska economy, higher levels of employment will result.

5. Stimulated higher demand for Natives by private companies as they attempt to secure Native corporation business.

In addition to manpower demands resulting directly and indirectly from the land claims settlement, future developments in Alaska will increase demand for Native manpower. For example, as oil companies enter the employment arena, demand for Natives will become higher. Too, Natives are increasingly gaining control of governmental services and forming, for example, local health corporations and school boards which will require personnel.

The future Native manpower demand stimulated both by the claims act and other developments will exacerbate the serious demand for Native skills that presently exists. For example, there is a high unmet demand for skilled positions in the following areas:

1. Native teachers are needed in both villages and urban centers.

2. Native administrators are needed for agency programs.

3. Skilled Natives are sought by various private companies sensitive to the issues of minority hire.

While a high occupational demand for Natives has important positive effects in providing abundant opportunities for individuals, the intensity of the competition for Natives has some very serious detrimental effects. For example, Native graduates of particular training programs may be overwhelmed by agency job offers for other types of positions where their training is largely wasted. Or in other cases, Native college graduates and even college students may receive offers of prestigious, high paying jobs which could prevent them from going on to graduate school or sometimes even from completing college. In short, the intensity of the Native manpower shortage, which land claims and other developments will exacerbate, would appear to lead to a waste of Native talents because it prevents many Natives from securing the training that enables them to make their best contributions to Native needs. In addition, the shortage of qualified Natives has in the past and will in the future force salaries up and could be a drain on the financial resources of the corporations. This situation makes it important to examine areas with a demand for Native manpower in order to explore ways of increasing the Native manpower supply in such areas.

Purpose

The purpose of this paper is to raise the issue of the present and future Native manpower shortage by beginning an

exploration of a major anticipated source of Native manpower demand—the staffing requirements of regional and village corporations. Since these corporations are only now being established and have not formulated detailed staffing plans or policy directions, it is obvious that accurate projections of manpower need cannot be made at the present time. Nonetheless, even now some areas of manpower need are reasonably clear. The claims act specifies that regional and village corporations must perform certain functions, and personnel with certain skills will be needed to perform them. For the corporations to manage 40 million acres of land, for example, will require large numbers of land resource personnel. Similarly, other types of manpower needs can be reasonably projected because they are intrinsic to the structure of such organizations. (Most professionals staffing such corporations, for example, will require secretaries.)

However, in many other central areas of corporation manpower need, reasonable projections cannot be made at this time. For example, it is not known what types of businesses, if any, the corporations will decide to invest in. It is not known what types of land resource developments will take place and what types of land resource personnel may be needed. This paper represents a tentative first step toward delineating corporation manpower needs in order to focus attention on the issue of the Native manpower shortage and how the supply can be increased.

Since it takes a great deal of time to produce a highly trained individual, it is important to deal with this issue now if qualified Natives are to be available within the next several years. To produce a Native lawyer competent to handle corporation affairs, for example, requires not only 4 years of

college and 3 years of law school but also years of legal experience. Moreover, producing such individuals may require substantial changes in early phases of education, such as introduction of educational programs for the gifted (currently the most neglected group of Native students). And even where special training programs provide a way to meet corporation manpower needs more quickly, substantial time and effort must be directed toward designing appropriate training if actual benefits are to result. The history of special training programs for Natives in Alaska reveals far too many cases of inferior crash training programs that have had highly destructive effects both on the Native trainees and the program clients, who are generally also Native.

Thus, despite the many uncertainties relating to corporation manpower needs at this time, it is essential to begin an exploration of how the supply of Natives can be increased in areas of major social need.

Methodology

Since regional and village corporations are new organizations, traditional methods for making manpower projections, such as extrapolation from past trends, were inappropriate. For this reason, a variety of different sources of information were combined to arrive at the best possible present estimation of certain corporation staff needs.

The Land Claims Act and Robert Nathan Associates' report, *Implementing the Alaska Native Claims Settlement* (Washington: 1972; hereafter termed the "Nathan Report") were analyzed to determine what functions regional and

village corporations are legally required or likely to perform. Extensive interviews were held with the present staff of regional corporations, their attorneys, and other consultants to explore present and anticipated staffing patterns. Other knowledgeable persons in areas related to corporation functions, such as investment and land management personnel, were asked to estimate staffing needs. The staffing patterns of such organizations as the Alaska Federation of Natives and the Rural Community Action Program were examined for appropriate precedents. In addition, the manpower needs generated by past Indian settlements, such as the Tlingit-Haida's Judgment Award, were explored. On the basis of this information, we projected hypothetical corporation staffing patterns, sent them to regional corporations and their attorneys for review, and revised them accordingly.

It is often the case, however, that staffing estimates made on the basis of the judgments of even informed individuals are in error, because the amount of money the corporation would have available to pay staff salaries was not known. A regional corporation, for example, might indeed have enough work to keep five land resource specialists busy; however, it might be able to afford only one.

For this reason, manpower projections for regional profit corporations were further revised on the basis of the amount of money the corporations were likely to have available to pay staff and consultant salaries. First, high and low estimates of corporation funds which could be used for this purpose were made by making different assumptions about the rate of the state's payment to the Alaska Native Fund and about the

corporations' investment policies.[1] The costs for the hypothetical staffing patterns were then compared to income available to pay these costs, and manpower estimates were again revised accordingly.[2]

In sum, corporation manpower projections in this paper represent a rough estimate of demand in certain occupational areas based on the judgments of the most knowledgeable persons we could contact. These figures were then refined by an estimation of how much money corporations would have available for personnel costs. These projections are, of course, only rough estimates because of the limited information available at this time.

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[1]These figures will be made available in a forthcoming research note, "Receipts of Regional and Village Corporations from the Alaska Native Claims Settlement Act Under Alternative Assumptions," Institute of Social, Economic and Government Research, University of Alaska, 1973. Information necessary for making these calculations, such as population figures of each region, was obtained from the Nathan Report. When enrollment is complete, these figures will change.

[2]Detailed descriptions of the ways in which such calculations were made may be obtained from the authors.

MANPOWER DEMAND OF REGIONAL AND VILLAGE CORPORATIONS IN SELECTED AREAS

This section attempts to estimate corporation manpower demand in Fiscal Year (FY) 1978 for the occupational areas where some information is available. The year 1978 was selected for two reasons. First, it provides lead time for educational planning. Second, by this time many of the short-term responsiblities of corporations will have ended, and staff will be needed more for long-term concerns.

Manpower demands will be considered for:

- Regional profit corporations
- Regional nonprofit corporations
- Village corporations.

Manpower demand from these three sources is then summarized in a concluding section which also explores the overlapping demand for Natives in these occupations from other sectors of Alaska's economy.

It is essential to stress at the outset that it is NOT the intention of this paper either to recommend or to criticize any particular staffing pattern. This study merely attempts to describe staffing patterns that seem to be generally typical of corporations in order to project manpower needs for regional and village corporations. For example, we observe that some of the smaller regional corporations appear to be combining duties of the head of the regional profit corporation and the duties of the head of the associated regional nonprofit corporation into a single executive director position. It could be argued that this is desirable from the standpoint of reducing costs—or that this is undesirable from the standpoint of blurring distinctions between profit and nonprofit endeavors. While these are important issues, they are outside the scope of this study.

It is also important to point out that the staffing patterns discussed represent only general trends, NOT the organization chart of any particular corporation. Each corporation will probably have a unique staffing pattern corresponding to its specialized needs. These projections are only intended to provide information about general areas of need for the purposes of educational planning.

Manpower Needs of Regional Profit Corporations

Certain general responsibilities of regional corporations in FY 1978 for which personnel will be needed may be placed in seven broad functional areas:[3]

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[3]These functional areas are adopted from the Nathan Report.

1. General administration and planning

2. Investment of funds

3. Land and resource management

4. Accounting

5. Legal

6. Village corporation liaison

7. Other: lobbying, public relations, training, development planning.

General Administration and Planning

Each of the regional profit corporations, of course, will have a general administrative head to supervise corporation affairs. Most corporations which can afford to do so are planning to hire an assistant to the corporation head such as a staff director for administration or deputy director.

Regional corporations view the top management position as requiring a combination of both high level business skills and also intimate knowledge of the region, its people, language, and problems. In this position, most corporations would prefer to hire a Native from the region with education and experience in business management. While a few regional corporations such as Doyon have been successful in finding such an individual, most cannot find a Native from the region who has the necessary business skills. In some cases,

corporations are hiring an outside business manager as head of the corporation and an assistant who is a Native familiar with the region. Alternatively, some corporations reverse these roles and hire a Native familiar with the region as head of the corporation and an experienced business manager in an assistant role.

Investment of Funds

A major function of the regional profit corporation is to manage the money received from the Alaska Native Fund. Corporations must evaluate different types of investment opportunities and decide upon investment policies. The Nathan Report pointed out at least three types of investments that corporations might consider: (1) direct investments such as real estate, (2) portfolio investments such as stocks and bonds, and (3) business enterprises.

For direct and portfolio investments, regional corporations generally plan to use investment consultants, rather than in-house staff. However, corporations will still require an in-house staff member knowledgeable in the investment area to communicate policy alternatives to the corporation directors and to evaluate the investment consultant's performance. Most regional corporations plan to place this critically important investment planning and supervision responsibility with the head of the corporation rather than to hire additional staff.

Regional corporations will probably eventually invest a portion of their funds in business enterprises which could in turn generate manpower needs. A high priority of corporation

leaders is to reduce Native unemployment in the region, and corporations are especially interested in business investments which will provide such jobs. Some regional corporations have already established construction companies. Many corporations are considering businesses related to tourism and transportation. These business corporations will probably be incorporated independently in order to limit liability.

Business investments will probably not be substantial in early years, such as FY 1978, because corporation leaders are sensitive to the risks involved. Risk of failure is especially high in the types of businesses that the regional corporations are most interested in—those which combine profit-making with social and economic development goals.

In the area of manpower needed for business enterprises, not enough information is presently available to make reasonable projections. Manpower needs will vary greatly depending on the types of business investments made. For this reason, we will point out that personnel will probably be needed in this area, but we will make no attempt to specify type or number. As corporations formulate specific business plans, manpower estimates can be made and relevant training programs explored.

Land Resource Management

A central function of most regional corporations in FY 1978 will be land and resource management. Indeed, several regional corporations could be viewed primarily as vast landholding companies in the business of land management and resource development.

Under the claims act, regional corporations manage both the surface and subsurface estates of regional lands and the subsurface estates of village lands. Although village corporations manage the surface estates of village lands, the regional corporations in FY 1978 will still be responsible under the claims act for reviewing village land leases, sales, and other transactions.

Land management needs are difficult to describe at the present time because the resource development possibilities in each region are not known. Interviews with the regional corporations, the Bureau of Land Management (BLM), and the Joint Federal State Land Use Planning Commission suggest minimal staffing patterns for FY 1978. However, manpower needs will be considerably higher if substantial land development activity occurs.

Each regional corporation will probably require a director of the land division who will set up the land record-keeping system, monitor BLM decisions, and generally plan resource development. Depending on the extent and complexity of land records, each regional corporation would require about one to four land records technicians and about one to four draftsmen clerks. Each region will also require the services of a surveying team comprised of a licensed surveyor and two surveying assistants. While the BLM is responsible for surveying land conveyances authorized by the claims act, subdivisional surveys are corporation responsibilities.

The director of the land division will also require the services of a number of specialized consultants such as petroleum geologists and realtors. Some corporations, such as Doyon, with large areas of land and very active land

development plans may hire several different land development specialists as in-house staff. (Indeed, Doyon, which will manage the largest amount of land, about 14 million acres, has projected that active oil and gas leases, gravel and timber sales, and land leases could by 1977 yield an income of several million dollars and require a staff of 35 to 40 persons in its land division.)

Accounting

Regional corporations will be involved in numerous financial transactions which will require accounting personnel. For example, they will receive money from the Alaska Native Fund, investments, and land transactions and will distribute funds to village corporations, to Natives not enrolled in villages, and to other regions through the resource revenues sharing provision of the claims act.

Present corporation plans and the staffing patterns of analogous organizations suggest that large regional corporations will probably employ a comptroller assisted by accounting clerks, purchasing clerks, and personnel clerks. A smaller regional corporation will probably employ an accountant assisted by accounting clerks or possibly a bookkeeper. Corporations will also require accounting consultants for specialized problems.

Legal

According to attorneys presently serving the regional corporations, the number of attorneys needed by FY 1978 will depend on several factors. If the corporation decides to invest heavily in business enterprises, greater legal services will

be needed. Demand for legal services depends on client aggressiveness and will be higher in corporations with greater desire to litigate issues. The legal needs of regional corporations will be higher if their attorneys also handle village corporation affairs. This is likely to occur where the interests of the regional and village corporations coincide. However, where conflicts of interest arise between a regional corporation and a village corporation or between village corporations in the same region, additional attorneys will be needed.[4]

Interviews with regional corporation attorneys lead to fairly consistent estimates of the range of attorneys needed in FY 1978 by large and small regional corporations. These estimates assume that the regional corporation attorneys will handle the legal affairs of village corporations except where conflicts of interest arise. However, these estimates do not take into account the possibility that the corporations will become heavily involved in major litigation. The larger regional corporations in FY 1978 are estimated as requiring three to five full-time attorney equivalents and the smaller corporations, one-half to three full-time attorney equivalents.

[4]The demand for attorneys may also increase through indirect effects of the claims act. As Natives become more familiar with the functions of attorneys, their demand for legal services is likely to increase. Also, through the claims act, enrolled Natives will receive valuable corporation stocks which may increase desire for formal wills. Some attorneys have also discussed the possibility of providing group legal services for the region.

Village Corporation Liaison

Regional corporations have reviewing and planning responsibilities that require close coordination with the village corporations in their region. Under the claims act, regional corporations may withhold funds from village corporations until the regional corporations approve village plans. Regional corporations may also require village corporations to enter into joint ventures with other villages which will benefit the region as a whole. In addition to these legally defined responsibilities, most regional corporations plan to provide a number of technical support services such as land management assistance to village corporations.

Regional corporations generally appear to be hiring a special director for the village liaison function. Where there are a large number of villages in the region, this director is usually assisted by other village liaison personnel. Bering Straits, for example, is employing a staff director for village affairs. Doyon is planning to establish four subregional offices, each staffed by a community service representative and a clerk-typist.

Other Functions: Lobbying, Public Relations, Training, Development Planning

Regional profit corporations may also hire staff for more specialized functions. Some corporations may desire state and federal lobbyists or public relations staff. Training is a high priority, and the Calista Corporation already employs a training officer. A number of regions are also interested in development planners. Arctic Slope, for example, has already

hired such a planner as "special assistant" to the corporation. Most regions plan to use development planning consultants at certain times.

Insufficient information is available at this point to make staffing estimates in these specialized areas. Those regional corporations which can afford to do so, however, will probably hire professionals in some of these occupations.

Manpower Needs of the Regional Nonprofit Corporations

Associated with each regional profit corporation is a regional nonprofit corporation which is eligible for those sources of funding restricted to nonprofit organizations. The manpower needs of regional nonprofit corporations depend largely on the number and types of programs they operate through grants and contracts with state and federal agencies or foundations. Manpower needs also depend on whether funds are channeled from the regional profit corporation to the regional nonprofit corporation. However, manpower needs from this source cannot presently be estimated because of ongoing controversy over whether regional profit corporations can allocate substantial funds to nonprofit corporations for social and economic development purposes. Some attorneys argue that profit corporations could be open to stockholder suits if they diverted substantial funds for these purposes. Others argue that such diversion is both allowable and desirable since social and economic development is a major objective of the claims act.

The general staffing structure of regional nonprofit corporations will probably be similar to the pattern of the

Native regional associations from which many originated. These latter organizations generally have a core administrative and financial staff. Additional program personnel are hired or laid off depending on what programs are funded. The core staff usually consists of an executive director who is responsible for general administration and planning and for initiating and negotiating grants and contracts. If funds are available, he is assisted by a deputy director or administrative assistant. This administrative assistant (or in some cases another staff member, often titled "researcher") is responsible for detailed proposal research and writing. In a large organization, a comptroller manages financial and other business affairs while such duties in a small organization are handled by an accountant or bookkeeper. Specialized legal, accounting, and planning consultants are also used.

Judging from present trends, the larger regional nonprofit corporations are likely to hire additional personnel for their core administrative and financial staff. However, the smaller regional nonprofit corporations seem to be combining core adminstrative and financial staff positions with those of the regional profit corporation in order to reduce costs.

In addition to this core staff, each of the programs operated by the organization generally employs a director and sometimes an assistant director, a secretary, and the type of additional staff required by the particular program. The additional staff frequently consists of paraprofessionals who are trained specifically to meet program needs. For example, the Tlingit-Haida Central Council operated a development planning program funded largely by the Economic Development Administration which employed a planning officer, three assistants, and a secretary. Through a grant from the Ford Foundation, the council also operated a video communications program which employed a director and a

Tlingit-Haida from each Central Council Community who was trained for the program. The BIA Land Claims Enrollment Program provided for the hiring of one coordinator, two assistants, one secretary, and 44 enumerators.

On the basis of present trends, larger regional nonprofit corporations in FY 1978 may employ around six to eight program directors and assistant directors while smaller corporations may employ from two to six such directors for grant- and contract-funded activities. As in the case of business enterprise investments, it is not possible at this time to make a reasonable manpower estimation of either type or numbers of paraprofessionals required, because kinds of programs operated are not known. Nor is it possible to make manpower projections based on the amount of funds regional nonprofit corporations will receive from profit corporations due to the controversy previously discussed.

Manpower Needs of Village Corporations

Under the claims act, villages with a population of at least 25 Natives will establish a village corporation, either profit or nonprofit. Some villages may choose to establish both.

Very little can be said about the manpower requirements of village corporations at this time because village corporations are only now being formed and not much planning has occurred. However, village corporations do have certain general administrative, accounting, and land management responsibilities which will result in manpower needs. These corporations, for example, must formulate

policies, manage surface estates of village lands, and record financial transactions. Very likely, many village corporations will carry out social, educational, health, and other functions either as nonprofit corporations or with associated nonprofit corporations.

Some village corporations may use unpaid village agents to perform these functions in order to reduce costs as is presently the case with much village council business. Other village corporations, especially the larger ones, may hire paid staff such as a general manager/executive director, lands technician, and a bookkeeper/clerk-typist. At this point, it is not known how many villages will hire these types of personnel. Since the need for such personnel will depend to some extent on village size, we will make the arbitrary but probably not unreasonable assumption that those 13 villages with populations over 400 will employ paid staff for these three positions. Of course, some of these villages may decide not to employ personnel in all three positions while other villages with populations under 400 will employ paid personnel. These figures are only intended as a rough estimate for planning purposes.

Whether or not village corporations decide to hire paid staff or use an unpaid staff, someone in the village will need the skills required for management, land records keeping, and bookkeeping. Thus, training programs in these areas may be required for representatives from each village in the region. Such training programs are probably best carried out by the regional corporation, as is presently occurring.

PATTERN OF CORPORATION MANPOWER DEMAND

The very rough approximations of corporation manpower need which can be made at the present time from available information suggest that *at least 400 to 600 professional, subprofessional, and clerical personnel are likely to be needed by regional and village corporations in FY 1978.* The tentative figures which appear in Table 1 were based, as previously described, on the judgments of informed individuals modified by a rough estimate of the amount of income corporations would have available to pay staff and consultants. These figures primarily indicate the magnitude of potential demand which can be projected at the present time. *Thus, these figures are extremely conservative.* No projections were made for corporation manpower demand resulting from business enterprise investments; nor were projections made for corporation manpower demand resulting from corporation funded social and economic programs. These figures also do not include the demand for Native manpower in these same occupational areas which will arise from many other sources in Alaska such as state and federal agencies, other Native organizations, and private concerns.

Major areas of manpower need are likely to occur in: land management, social and economic program administration, business managers, comptrollers/accountants, attorneys, secretaries, and bookkeepers/accounting clerks.

TABLE 1: Manpower Need Approximations in Selected Career Areas for Regional Profit Corporations and Regional Nonprofit Corporations, FY 1978[a]

Position	In-house Staff	Consultants (Or in-house Staff)[d]	Total
PROFESSIONAL			
General Business Manager (Regional Profit Corporation)	12	0	12
Executive Director (Regional Nonprofit Corporation)	4-12	0	4-12
General Manager/Executive Director[b] (Village Corporations over 400)	13	0	13
Administrative (Business Management)	15-26	0	15-26
Comptroller/Accountant	16-24	4-5	20-29
Director of Land Division/ Land Resource Specialist	16-17	7	23-24
Program and Assistant Program Directors	42-84	0	42-84
Attorney	0	26-43	26-43
Investment Consultant		Firm	
Other Professionals (e.g., Development Planner/Public Relations Director/ Lobbyist/Training Director)	14-22	3	17-25
Subtotal Professional	132-210	40-58	172-268
SUBPROFESSIONAL			
Land Technician	33-37	0	33-37
Draftsman	14-16	0	14-16
Surveyor/Surveying Aide	36	0	36
Community Service Representative	16-18	0	16-18
Paraprofessional Program Staff		Depending on Program	
Subtotal Subprofessional	99-107	0	99-107
CLERICAL			
Secretary[c]	60-90	14-15	74-105
Legal Secretary	0	26-43	26-43
Accounting Clerk/Bookkeeper	37-47	0	37-47
Other Clerks (e.g., purchasing, personnel)	10-24	0	10-24
Subtotal Clerical	107-161	40-58	147-219
GRAND TOTAL	338-478	80-116	418-594

NOTES TO TABLE 1

[a]The figures in this table should not be interpreted as absolute, but as indicating a range. Thus, 26 to 43 attorneys should be interpreted: the number of attorneys needed by regional corporations in FY 1978 will probably be more in the range of 25 to 50 rather than 5 to 10 or 75 to 100.

[b]Village population figures which were used to calculate size of village corporations come from "1970 Census Data for Villages Listed in the Alaska Native Claims Settlement Act." Special Report Compiled by the Bureau of Indian Affairs, 1971.

[c]Secretaries for regional profit corporations and consultants were added at a ratio of 1 secretary to 1 professional except where corporations could not afford this level of support. For regional nonprofit corporations which are likely to have tighter budgets, secretaries were added at a ratio of 1 secretary to 2 professionals.

[d]In actual practice, consultants, in some instances, may be included as in-house staff.

Land Management

Corporations may require somewhat over 100 personnel in land management, and about 85 of these are likely to be subprofessionals. This figure is probably very conservative. It does not take into account the additional personnel needed if substantial land development activities occur, and in some regions such developments will very likely occur. While corporations are trying to meet this manpower need, the BLM will also be looking for the same kinds of personnel to deal with its increased land claims responsibilities. The BLM has requested appropriations, for example, for over 250 new employees for FY 1974.

Social and Economic Program Administration

The regional and village corporations are likely to need 42 to 84 administrators of particular social and economic programs and 4 to 25 executive directors of nonprofit corporations involved in social and economic programs. Thus, a total of 46 to 109 program administrators are likely to be needed. This figure again is conservative because it does not include program administrators needed for any programs funded through the regional profit corporation. Moreover, at the same time, many state and federal agencies serving Native groups such as the Bureau of Indian Affairs, State-Operated Schools, and the Public Health Service, are generating a strong manpower demand for Native administrators to take over Native programs.

Business Managers

Corporations are likely to require 27 to 51 business managers or assistant managers. In addition, some professionals needed as land management directors and economic program administrators may be best prepared through business administration training. While corporations are generating this large manpower demand, there will be a special demand for Native business managers in Alaska from many other sources such as rural cooperatives and utility companies.

Comptrollers/Accountants

Corporations are likely to need 20 to 29 comptrollers or accountants in FY 1978. Again, special demand for Natives in

these fields will arise from other Native organizations and private enterprises.

Attorneys

Corporations are likely to require 26 to 43 attorneys in FY 1978. Special demand for Native attorneys also arises from federal and state agencies such as Alaska Legal Services and the Department of Law.

Secretaries

Corporations are likely to require 74 to 105 secretaries in FY 1978. Again, this figure is conservative since no secretaries were included for business enterprise investments and for programs funded through the regional profit corporation or village corporations. Moreover, the general economic forecast for Alaska suggests a large demand for secretarial personnel. Without including demand resulting from pipeline or land claims development, about 1,892 job openings are projected for secretaries in 1977.[5] The year pipeline construction begins, an additional 705 secretaries are likely to be needed.[6] Moreover, a special demand for Native secretaries arises from private corporations and government agencies.

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[5]Gallardo, L.L. *Projections of Occupational Needs for the Period 1972-1977.* Olympus Research Corporation, 1972.

[6]*Ibid.*

Bookkeepers/Accounting Clerks

Cumulatively, the corporations are likely to require a total of 37 to 47 bookkeepers or accounting clerks. Yet, without including demand resulting from pipeline or land claims developments, job openings for 1,515 bookkeepers and accounting clerks are projected for 1977.[7] In the first year of pipeline construction, an additional 535 bookkeepers and accounting clerks will be needed.[8] Thus, this is another area where corporations will be competing against many other employers for manpower.

In sum, corporations in FY 1978 may require 172 to 268 high level professional and administrative personnel, including:

- 46 to 109 social and economic program administrators
- 27 to 51 business managers
- 26 to 43 attorneys
- 23 to 24 land management specialists
- 20 to 29 comptrollers/accountants.

Corporations will require 246 to 326 subprofessional and clerical workers, such as:

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[7] *Ibid.*

[8] *Ibid.*

- 33 to 37 land technicians
- 74 to 105 secretaries
- 37 to 47 bookkeepers/accounting clerks.

These are minimum figures which do not include Native manpower demand generated by corporation business enterprises, corporation funded social and economic programs, or the many other Alaskan employers searching for Native manpower.

MANPOWER SUPPLY

It is well known that few Natives have presently received the training needed to fill the manpower needs of corporations. Native leaders point out that they often cannot even find qualified Natives for such positions as executive secretary, let alone land resource specialists, accountants, and other needed professionals. Because of this situation, many corporations are actively recruiting outside the state for qualified Native personnel, but this supply is also sparse.

Detailed statistics on the numbers of Native professional and administrative personnel in the specific occupations of high corporation manpower need are not available. However, an indirect way of exploring the extent of the high level Native manpower shortage is through examining educational levels of Alaska Natives. Estimates show that the corporations will require, by 1978, roughly 170 to 270 professional and administrative personnel with graduate degrees or at least a college level education. Yet, 1970 census figures indicate that only 73 Natives in Alaska had any graduate level training and

only 235 had college degrees.[9] Of course, many of these will not have the specific education or occupational experience corporations require, and many may be quite happy in their present jobs and unwilling to transfer to corporations.

Since Natives who possess needed skills are generally employed already, the critical question is how fast the number of Natives with needed skills is increasing. The major source of Natives who may eventually fill high level professional and administrative positions will be Native college graduates. Yet, a special survey conducted by the Institute of Social, Economic and Government Research indicates that over the last 4 years, only 19 to 23 Natives per year have graduated with 4-year degrees (See Table 2).[10] Further, almost no Natives have degrees in land management, a critical area of corporation manpower need. The largest number of 4-year graduates in Alaska, 28 Natives, have degrees in education. This suggests that some Natives may be available for educational programs, but many other critical fields will lack Natives with appropriate training. While 38 Natives have graduated in the last 4 years with 2-year degrees, 22 of these

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[9]The educational levels of Natives were not given directly in 1970 census information. Consequently, we estimated figures by subtracting White, Negro, and Oriental education (assumed to be proportional to general population) from total education. These figures will be slightly in error since groups other than Natives could be included in the residual, but any error will result in an overestimation.

[10]These figures slightly underestimate the number of Native graduates since coverage of higher education programs outside Alaska was incomplete.

graduates have been in the field of electronics technology (See Table 3), which is not a critical area of Native social need. Only three Natives have graduated from 2-year office administration programs, an area of high corporation need.

In the clerical area, Native personnel are not in such short supply. Here corporation manpower needs could be filled if Natives currently employed in other organizations transferred to corporations. Corporations were estimated to require 74 to 105 secretaries and 37 to 47 bookkeepers by 1978. According to the 1970 census, 311 Natives in Alaska were employed as secretaries and 113 as bookkeepers.[11]

However, because Natives already employed may prefer to stay in their present jobs, the critical questions concern how many Native bookkeepers and secretaries are being added to the labor supply. A comparison of 1960 with 1970 census figures for Alaska indicates a growth during the elapsed period of 238 Native secretaries and 84 Native bookkeepers. This rate of increase might only satisfy corporation manpower clerical needs in the unlikely event that all the additional Native secretaries and bookkeepers produced over the next 5 years should be hired by the corporations. In reality, however, corporations will be competing with many other employers for Native clerical personnel, and a shortage of Native clerical

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[11]Occupational levels of Natives were not given directly in the 1970 census and were estimated by subtracting White, Negro, and Oriental employment (assumed to be proportional to the general population) from total employment. Again, errors are likely to be in the direction of overestimating the supply of Natives. In the professional and administrative area, such figures were not possible to obtain because present census information does not contain breakdowns for the specific occupations of high corporation manpower need.

TABLE 2: Alaska Natives Receiving 4-Year Degrees by Ethnic Group, 1967-1972

	1967-68 Ethnic Group					1968-69 Ethnic Group				
	Es[a]	II	Al	SE	Ot	Es	II	Al	SE	Ot
Business Administration	1			1		1				
Economics										
Wildlife Management										
Office Administration										
Education	1			1		5	1	1	1	
Sociology/Social Work				1		1	1			
Behavioral Sciences										
Clinical Psychology										
Social Studies									1	
History						1			1	
Engineering						1	1	1	1	
Sciences (Biology, Chemistry, General Science)										
Humanities (Music, English, Spanish, Liberal Arts)						1			1	
Mathematics						1				
Other (Speech, Home Economics, Pre-Law, no degree field mentioned)								1		1
TOTAL	2	0	0	3	0	11	3	3	5	1
	67-68 subtotal 5 students					68-69 subtotal 23 students				

[a]Es = Eskimo II = Interior Indian Al = Aleut SE = Southeast Indian Ot = Other

[b]Double major in this and some other field.

[c]One of these 2 students has a double major in this and some other field.

TABLE 2 continued

1969-70 Ethnic Group					1970-71 Ethnic Group					1971-72 Ethnic Group					Total Majors
Es	Il	Al	SE	Ot	Es	Il	Al	SE	Ot	Es	Il	Al	SE	Ot	
					1	1		1							6
													2[c]		1
		1													1
1[b]			1							1					3
			1		9		2	1		2	1		2		28
					3					2			2[c]		19
1										1		1		1	4
			1												1
	1		2								1				5
			1										1		3
1	1		1										1		6
													1		4
1	1	1	1		2					2			1		11
										1					2
		1	1				1				1				6
4	3	3	9	0	15	1	3	2	0	9	3	1	10	1	92
														Student Total	89
69-70 subtotal 18 students (1 with double major)					70-71 subtotal 21 students					71-72 subtotal 22 students (2 with double major)					

SOURCE: "Alaska Natives in Higher Education." Study in progress at the Institute of Social, Economic and Government Research, University of Alaska, 1972. (Since coverage outside Alaska was incomplete, these figures may underestimate graduates. However, most Native students attend college in Alaska so the error should not be substantial.)

TABLE 3: Alaska Natives Receiving 2-Year Degrees by Ethnic Group, 1967-1972

	1967-68 Ethnic Group					1968-69 Ethnic Group				
	Es[a]	II	Al	SE	Ot	Es	II	Al	SE	Ot
Electronics Technology	2	1	1			1			1	
Aviation										
Mining & Petroleum Technology										
Education										
Science			1							
Music										
Behavioral Science										
Office Administration										
Other	1					1				
TOTAL	3	1	2	0	0	2	0	0	1	0
	67-68 subtotal 6 students					68-69 subtotal 3 students				

[a]Es = Eskimo II = Interior Indian Al = Aleut SE = Southeast Indian Ot = Other.

workers as well as of Native high level professionals is likely to occur.

In sum, the supply of Natives is shortest in those high level occupations which usually require advanced education. The presently low numbers of Native college graduates offer little hope of coming close to meeting corporation demand,

TABLE 3 continued

1969-70 Ethnic Group					1970-71 Ethnic Group					1971-72 Ethnic Group					Total Majors
Es	Il	Al	SE	Ot	Es	Il	Al	SE	Ot	Es	Il	Al	SE	Ot	
	3			1	5	1			1				4	1	22
						1									1
						1				2	1				4
								1							1
													1		1
															1
										2					2
					1					2					3
					1										3
0	3	0	0	1	7	3	0	1	1	6	1	0	5	1	38
69-70 subtotal 4 students					70-71 subtotal 12 students					71-72 subtotal 13 students					

SOURCE: "Alaska Natives in Higher Education." Study in progress at the Institute of Social, Economic and Government Research, University of Alaska, 1972. (Since coverage outside Alaska was incomplete, these figures may underestimate number of graduates. However, most Native students attend college in Alaska so the error should not be substantial.)

let alone the demand from many other sources. While more Natives are available in the clerical area, growth is still unlikely to meet demand. In view of the meager increase of Natives with needed skills, the Native manpower shortage is likely to intensify. Obviously, positive steps need to be taken now if the demand of future years is to come near to being met.

EDUCATIONAL DIRECTIONS

In view of the sizable shortage of skilled Native manpower in many different areas, the first question that must be answered is: *where should the emphasis in manpower development be placed?* This point must be resolved because available resources are limited. There is only so much money, attention, effort, and expertise that can be devoted to educational programming. More critical, available talent is limited among Natives as it is among other groups. There are a number of alternatives, for example:

- Resources and talent could be directed toward producing a few high level professionals such as attorneys or business administrators.

- Resources could be invested in producing large numbers of subprofessionals such as land resource technicians or bookkeepers.

- Or some combination of these manpower policies could represent the optimal manpower development investment.

Analyzing Native manpower development alternatives and their differing program implications may assist corporations and agencies in making these types of decisions. Obviously, such considerations as program cost, sources of funding, the mission of the agency, and the availability of technical expertise will also influence program directions. There is, however, a more central question in Native manpower planning which rarely receives adequate consideration: *In view of the general shortage of Native manpower, what types of occupational roles would be best filled by Natives as opposed to members of other ethnic groups?*

The following four answers to this question suggest different policy directions which must be considered in Native manpower planning:

1. Natives should hold corporate positions because their cultural background will increase their understanding of policy issues at hand and will enable them to make wiser policy decisions. This consideration would require that primary emphasis be placed on preparing Natives for policy-making roles such as business manager or program administrator. Less priority should be given to high level corporate positions requiring primarily technical competencies such as comptrollers or accountants.

2. Natives should hold corporate positions, because highly competent Natives holding prominent positions will increase respect for Natives in the general community and will provide role models for the next generation. If this is one of the major

reasons for Native manpower development, then primary emphasis should be placed on preparing Natives for high level corporate positions. It differs slightly from the previous consideration because it emphasizes the importance of preparing Natives for such highly visible occupational roles as attorney or investment counselor.

3. It is important for Natives to hold corporate positions, because corporations can, with a moderate investment in training, help reduce the severe problem of unemployment among those Natives who have few job market skills. This point of view would require that primary emphasis be placed on recruiting and training for such subprofessional and clerical positions as land resource technicians, draftsmen, surveyors, secretaries, and bookkeepers.

4. Natives should be prepared for those occupational roles requiring high levels of interpersonal contact, especially with villagers, because their cultural background gives them greater rapport with each other than would occur between Natives and non-Natives. Therefore, major emphasis should be placed on subprofessional preparation in social service occupations requiring interpersonal skills (such as community service representative). Occupations requiring mere technical competence such as bookkeeper or draftsman would be de-emphasized.

A major problem in current Native manpower development is that instead of investigating and deciding upon which of these alternatives (or combinations thereof) should be used as a basis for planning, policy makers have lumped them together with the overriding concern that "we must get more Natives into jobs." As a result, they have pursued multiple courses of action, but in the absence of adequate resources, have not achieved any goal. Several programs may compete for the same limited supply of highly talented Natives with the result that none of the programs secure appropriate trainees.

Another unfortunate result of this lack of direction is that the most socially productive course of action is not selected. Programs are developed to prepare Native clerical workers, for example, when a better use of Native talents and educational resources would be to prepare Native social service workers. The concluding section discusses the need to allocate responsibility for Native manpower planning to a statewide Native organization which could deal with this problem and other issues in Native manpower training.

Approaches to High Level Native Manpower Development

Native organizations concerned about preparing high level Native personnel for corporate roles need to focus on education at early levels. A primary cause of the shortage of Natives with highly developed skills, for example, is that the educational system currently does little to develop the talents of gifted Native students. For gifted white students, special programs are offered as a matter of course—advanced placement high school classes and university courses while in

high school; special summer institutes are offered for the scientifically talented. Yet, in Native education, programs for special groups of students are almost inevitably directed to the low achieving students. College preparation programs are aimed not toward talented Native students who might achieve in college at extremely high levels with a little assistance but rather to the underachieving Native student who, with a lot of assistance, might make it through college. Ironically, the intellectually gifted may well be the most neglected of Native students. Yet, it is these students who might make the largest contribution to social needs.

In sum, if Native organizations desire to increase the supply of high-level Native personnel, programs for gifted Native students should receive priority. One way to achieve this would be to designate certain secondary schools in Alaska as academies. Summer programs in northern policy studies could be offered at the University of Alaska to talented secondary school students. Some part of the tremendous effort now invested in dealing with social and educational problems of low achieving students should be directed to help develop the abilities of talented Native students, who also need some assistance.

A second approach to developing high level Native personnel may be for corporations to offer scholarships and corporation employment to certain talented Native college students. This approach might alleviate a major difficulty in increasing the supply of highly educated Natives. Frequently, Natives do not go on to graduate school because agencies place tremendous pressures on them to accept positions and offer substantial financial and prestige incentives. While such agency efforts to secure Native employees may result in an

immediate benefit—more Natives in middle level positions—these efforts may undermine the long-term goal of getting more Natives in the highest level positions. By providing Native graduate students with both financial assistance and the security of knowing that they are already participating in corporation affairs, corporations could do much to encourage students to acquire the education necessary for high level positions.

In short, the development of high-level Native manpower is not a question of a special program here or there. It will require changes at early levels of the educational system. It will also require carefully developed educational policies designed to deal with such problems as securing immediate benefits (i.e., agency employment) at the cost of later benefits (i.e., high level Native manpower development). Again, these types of problems make it necessary to allocate responsibility for Native manpower development to a statewide Native organization that can analyze policy issues and invest effort in programming that may take many years to pay off.

Subprofessional Native Manpower Development

While very little attention has been paid to the problems of developing high-level Native manpower, substantial effort has been expended on special training programs designed to produce Native subprofessional or technical personnel. If Native organizations decide that a major emphasis should be on reducing unemployment or on increasing the quality of human service personnel, then special training programs should have priority. Experience has shown that special training programs have many educational pitfalls. Problems

especially occur in training programs designed to prepare Natives for new types of subprofessional roles. Too often the training agency does not have a clear idea about the nature of the new subprofessional role nor the type of preparation needed. The result may be a training program haphazardly thrown together and badly taught. In many cases the training consists of nothing more than an "expert parade" where a group of high-status individuals Native leaders, university professors, and program administrators--each lecture for an hour. These "experts" usually know little about the actual demands the trainee will face on the job, and they often have little idea of what the other speakers are presenting.

Such inferior special training programs may have very negative effects. Once the Native trainee has finished such a course and has supposedly gotten his "training" he is likely to blame his job difficulties on personal inadequacies rather that on inadequate preparation. Program clients (who are also likely to be Native) may be poorly served. Moreover, such programs may stimulate racial prejudice since people become accustomed to seeing Natives in jobs where they have not received the training needed to perform effectively.

Adequate subprofessional programs in any occupational area require intensive development efforts by persons in the area. While no attempt can be made here to describe any program in detail, the types of considerations that should go into planning special training programs will be discussed below with special reference to the land management field.

Assurance of High, Continuing Job Demand

It is a disservice to individuals and a social waste to prepare large numbers of persons for jobs in areas where demand is uncertain. In the past, many special training programs have prepared Natives for positions that were either nonexistent or so undesirable that Natives did not accept the jobs. Since corporations are in the process of formulating policy directions, manpower programs to meet their personnel needs should be developed in close cooperation with particular corporations. In forming these programs, however, planners should guard against training individuals for narrow specialities that could be made obsolete by corporation policy change. Instead, emphasis should be placed in areas where there is a high general demand for a particular occupation in Alaska or a high demand for Natives. For instance, programs to train land management technicians might well meet these criteria, because in addition to corporation manpower needs, general demand from such agencies as the Bureau of Land Management is high. Also, other agencies such as the Bureau of Indian Affairs are hiring additional realty personnel and have special Native hire policies.

Preparation Adaptable to the Special Training Framework

It is generally acknowledged that the most successful approach to manpower training is to combine short-term formal education with on-the-job experience.

The most productive applications of this concept occur where universities develop career programs combining

accredited academic courses with internship experience. Frequently, as in California's system, completion of the program leads to an Associate of Arts degree in a particular field. By taking additional course work and obtaining more extensive work experience, the individual can obtain a bachelor's or master's degree and move up the career ladder.

The land management field is especially amenable to this approach because a traditional career route has been in-service, short-term training combined with work experience rather than extensive formal education. The BLM already has considerable experience in such short-term training. It sponsors, for example, a 16-week land and minerals training program in Arizona which could be adapted to Alaska's needs. Thus, land resource technicians who have an Associate of Arts degree could probably be prepared, for example, by taking land management course work at Anchorage Community College in a program modeled after the BLM's land and minerals training program and by obtaining work experience at the BLM and other land agencies. Career ladders in land management could be developed to enable trainees to obtain higher level positions.

Follow-up of Trainees and Upgrading of Skills.

Quite often, special training programs fail, and the failures are repeated because the programs have no provisions for following up the trainees to identify inadequacies in the training and provide supplemental training where needed. The newest approaches to special training program development emphasize the importance of trainee follow-up and upgrading of skills. Thus, a program to prepare land management technicians should be planned to extend past the period of

original training in order to determine where additional training is needed and to modify the original training program accordingly.

Allocation of Responsibility for Native Manpower Development

Responsibility for Native manpower development planning needs to be placed with a statewide Native organization such as the Alaska Native Foundation or the Alaska Federation of Natives. This statewide Native organization could provide a forum through which corporations and other groups could analyze Native manpower policy problems, avoid conflicting programs which compete for the same supply of talent, and determine where resources could be most productively invested. This organization could devote attention to long range educational development such as programs for the gifted. This organization could provide a means of monitoring the special training programs offered by disparate agencies to prevent inferior programming detrimental both to trainees and program clients. Without such an allocation of responsibility, Native manpower development in Alaska is likely to continue its present course. The result will likely be that little if any attention will go to developing high level manpower, and the subprofessional training that does take place will consist all too often of a potpourri of poor programs.

As policy directions are set by Native organizations, it is the Alaskan educational agencies' responsibility to develop appropriate career programs. The Center for Northern Educational Research at the University of Alaska should have an important role in providing the technical expertise

necessary to develop high quality programs. More emphasis should be placed on relevant career programs in the community colleges located near regional corporations.

In the area of education, Alaskan universities have developed a variety of innovative approaches that have ranged from training bilingual teachers and establishing a teacher corps to providing education in rural areas directed to local needs. However, little has been done toward developing such program approaches in the occupational areas of high corporation manpower demand such as business administration and land management. The university system needs to consider these new areas of need and bring its resources to bear on the new opportunities for human resource development resulting from the claims act.

CONCLUSIONS

The demand of regional and village corporations for Native staffing combined with the demand for Native personnel resulting from other developments in Alaska is likely to substantially intensify the current Native manpower shortage. Far too few Natives are currently being prepared with the skills needed to satisfy corporation demand for Native personnel—much less the demand from state and federal agencies, Native organizations, and private concerns. Obviously, policy makers need to take positive steps now if they are to approach meeting the demand for future years.

Preparing Natives both to meet corporation manpower needs and the often equally significant needs of other organizations is of great importance for many reasons. Such preparation is important because Natives' cultural background and interpersonal skills may lead to wiser corporate policy decisions and more effective human service. It could provide an important means of increasing Native prestige and of providing role models for students. It is also important because it could provide a means of reducing the severe Native unemployment problem.

The very importance of this issue, however, underscores the need for carefully formulated Native manpower development policies which allocate resources most strategically. The problem of the Native manpower shortage cannot be solved by a flurry of competing, poorly developed program efforts designed to produce business administrators, bookkeepers, attorneys, secretaries or whatever else strikes the fancy of the training agency. The development of Native manpower, especially at high occupational levels, requires educational investments at early levels. The development of Native manpower, especially at subprofessional levels, requires substantial effort spent in designing appropriate forms of special training. Allocating responsibility for Native manpower development to a statewide Native organization, which could provide a forum for considering Native manpower policy issues and developing long-term plans, may be a first positive step toward increasing the future supply of Natives who can meet pressing social needs. As Native organizations set manpower policy directions, the educational system needs to develop relevant and high quality career programs.